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Continuing programs in the field of manpower research were originated at seven educational institutions to utilize the resources of universities to investigate problems of unemployment, under-utilization of workers, labor force requirements and resources, and vocational training. At Oklahoma State University, studies underway include an investigation of the post-high school vocational-technical system and programs available to Oklahoma City dropouts. Iowa State University is exploring research in health manpower needs of non-metropolitan areas, components of effective supervision, and job vacancies in Iowa industry. Virginia State College at Norfolk is giving special attention to under-utilization of the labor force. Atlanta University is investigating counseling and employment experiences of high school students. North Carolina State University investigations include the lifetime allocation of leisure, income, and work, teenage choices between labor force and school participation, and the job market for college teachers. Temple University is investigating labor force non-participation of men in urban slum areas and job opportunities in-migrants, and local manpower programs in Philadelphia. The University of Maine has as its major research objective the under-utilization and inelasticity of the labor force within different areas of the state. (DM)

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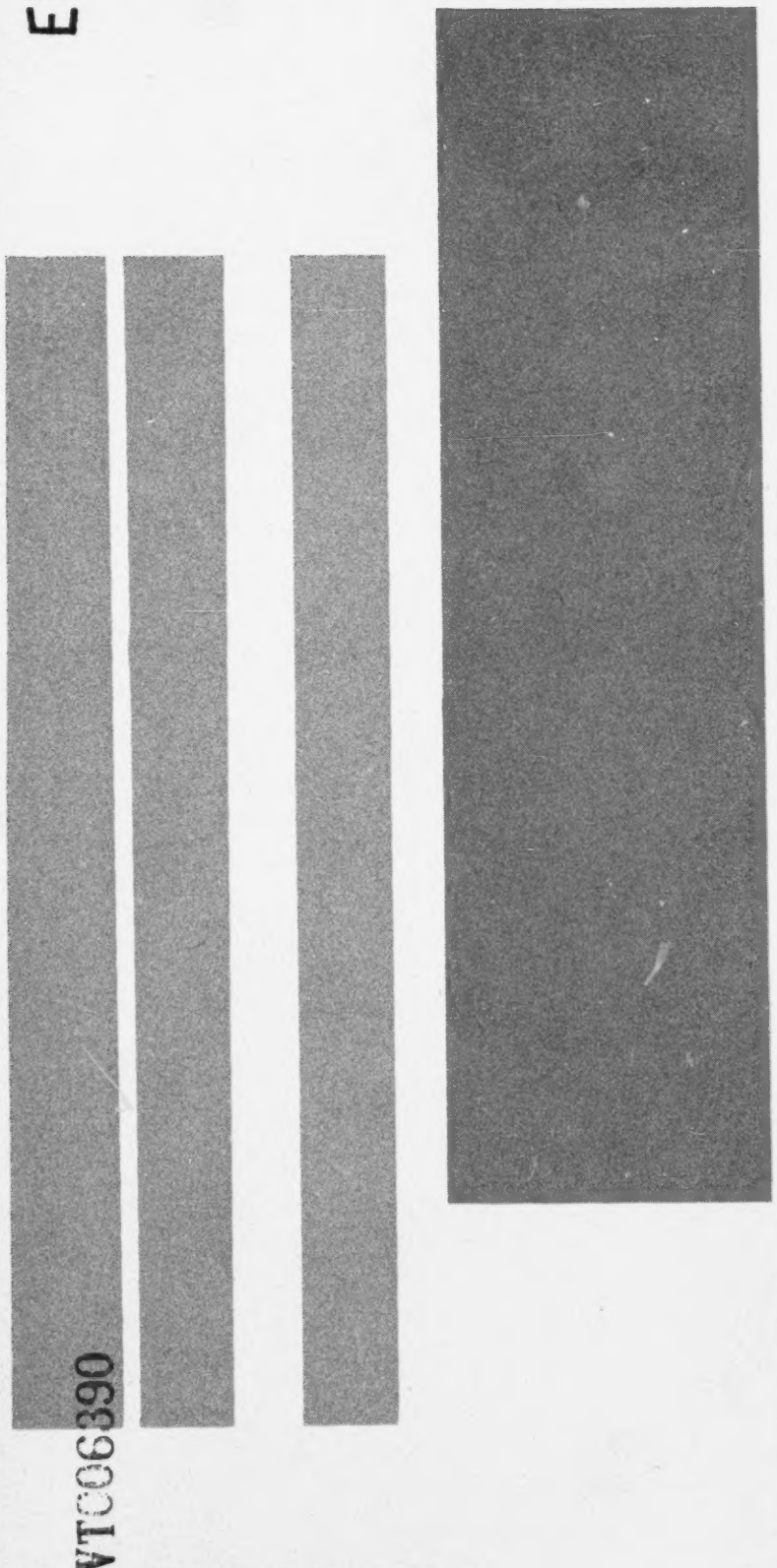

THE MANPOWER RESEARCH INSTITUTIONAL GRANT PROGRAM:

A PROGRESS REPORT FOR JULY 1, 1966—JUNE 30, 1967

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U.S. DEPARTMENT OF LABOR
Manpower Administration

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AUGUST 1967

U.S. DEPARTMENT OF LABOR
W Willard Wirtz, Secretary

MANPOWER ADMINISTRATION
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P R E F A C E

This report was prepared by Jane R. Chapman, Grants Group, Office of Manpower Policy, Evaluation, and Research, based on progress reports submitted by the participating schools. Further information on the Manpower Institutional Grant Program and other OMPER research programs can be obtained by writing:

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THE MANPOWER RESEARCH INSTITUTIONAL GRANT PROGRAM: A PROGRESS REPORT FOR JULY 1, 1966 - JUNE 30, 1967

In June 1966, seven colleges and universities were awarded Manpower Research Institutional Grants by the Labor Department, enabling them to carry out continuing programs in the field of manpower research. The schools have now completed their first year of operation under the grants and have reported significant progress in several areas. A number of research projects have been undertaken; graduate students have been awarded fellowships; additions to curriculum have been made; and qualified faculty members have been brought into the manpower programs. Each of the seven schools has responded to the opportunity to build up its manpower research capabilities, and the Manpower Institutional Grant Program gives promise of being an effective means of providing depth to the field of manpower research.

ORIGINS OF THE PROGRAM

For many years the Department of Labor has investigated problems of unemployment, underutilization of workers, labor force requirements and resources, and vocational training. With passage of the Manpower Development and Training Act in 1962, these research responsibilities increased.

In seeking social scientists who would apply the techniques and methods of their respective disciplines to manpower problems, the Department discovered that an adequate supply of researchers did not exist. Faced with this shortage, the Department decided to award 3-year grants of about $75,000 annually to a number of schools which demonstrated the capacity and the desire to develop coordinated manpower programs. The amendments to the MDTA passed by Congress in 1965 had authorized the Department to award grants, and during the early months of 1966, applications for institutional grants were accepted from universities around the country. Because of the amount of the appropriations for this program, it was necessary to limit both the size and number of grants. It was also felt that the limited funds available could make the greatest contribution to manpower research if smaller schools were supported. This policy is in agreement with President Johnson's Directive of September 13, 1965, urging Federal agencies to use their grant and contract funds to build research capabilities where they are most lacking.

A panel of experts from outside the Department reviewed 43 formal proposals and recommended seven schools for sponsorship. The schools are: Atlanta University, Iowa State University, University of Maine, North Carolina State University, Oklahoma

State University, Temple University, and Virginia State College at Norfolk. Only a few of the schools selected for the grants had previous manpower research experience, but each demonstrated the desire to develop in this area and the ability to organize a viable program.

The terms of the grants were purposely flexible in order to encourage each school to develop a program suited to its capabilities and its region. The objectives of the schools during the initial stages of their new manpower programs have included both research and "program development" activities (through changes in curriculum, scholarships, et cetera). Temple University, for example, planned to study model building of economic development as it relates to manpower development in specific areas, and Iowa State University indicated an early interest in projections, health manpower, and job vacancy information.

North Carolina State set forth among its purposes the establishment of a program of graduate studies in manpower through interaction with the Duke University faculty. One of the initial goals of Oklahoma State University was to train manpower specialists through a 2-year M.S. degree program. Some of these early objectives are now realities, and planning is underway for the second and third years of the institutional grant programs.

RESEARCH

During the brief period in which the institutional grants have been operative, about 50 projects have been undertaken, and others are being planned. The nature of the research has been influenced not only by existing capabilities at the schools, but also by their locations. The schools are situated in five major regions within the United States--mid-Atlantic, Midwest, New England, Southeast, and Southwest. In addition to regional variations, there are considerable differences in the types of communities in which the institutions are located. For example, one school is in Philadelphia, while another is in Orono, Maine, a town of only a few thousand inhabitants. Many of the research projects bear upon local or regional problems and can be expected to contribute to their solution.

Oklahoma State University - At Oklahoma State University, efforts are being made to broaden faculty involvement in manpower research. A major study of the State's post-high school technical-vocational education system is underway. An examination is being made of current facilities and their adequacy for current and future manpower needs is being evaluated. A thorough analysis of the academic and vocational training available to Oklahoma

City dropouts is underway and a formal proposal is being prepared for an index of occupational opportunity.

Several doctoral dissertations in the manpower field are underway at Oklahoma State University. One study of the training activities of the Bureau of Indian Affairs is being sponsored by the Labor Department's Manpower Research Small Grants Program. A doctoral student in agricultural education is preparing a research design to test the effectiveness of posttraining counseling for MDTA trainees, and another student is formulating a study of the commuting and demographic patterns of the work force at Tinker Air Force Base, where 23,000 civilians are employed.

Iowa State University - The goal of the Manpower Research unit at Iowa State University is twofold: (1) To generate research projects that will be meaningful to Iowa and the Great Plains region; and (2) to implement research findings through action agencies such as the Iowa State Manpower Development Council. Three major areas of research are being explored: (1) Health manpower needs of nonmetropolitan areas, (2) components of effective supervision, and (3) a periodic survey of job vacancies in Iowa industry.

Several professors and graduate students are working on health manpower projects. One such study is a descriptive survey

of nursing with special attention to collective bargaining, which should be completed by the end of 1967. A pilot study is underway to estimate health manpower requirements for Iowa, changes in job content, and the adequacy of training facilities. A number of health and research agencies in the State are involved on a cooperative or consulting basis.

The study of effective supervision will test several leadership hypotheses involving the supervisor's relationship with the production system and his subordinates. A second project dealing with supervisory manpower is underway and covers the relationship of manager style and other independent variables to job satisfaction and effectiveness.

In connection with the study of estimated manpower needs, a statewide job vacancy reporting system is being developed for Iowa in cooperation with the State Department of Public Instruction's Research Coordinating Unit and other State manpower officials. A manual for conducting manpower supply surveys is being developed in cooperation with the Iowa State Manpower Development Council.

Virginia State College (Norfolk) - Virginia State is exploring the manpower situation in the Tidewater Community (Norfolk, Portsmouth, Newport News, and surrounding areas), with special attention to underutilization of the labor force. In keeping with the interdisciplinary nature of manpower problems, the research programs are

taking into consideration not only economic, but also educational, political, psychological, and social influences. A pilot study now underway has three objectives: (1) To discover the extent to which underutilization of manpower exists in selected industries, (2) to identify the causes of such underutilization, and (3) to plan further research based on the pilot study findings.

Atlanta University - Several long-term projects involving the manpower problems of the Southeast in general, and metropolitan Atlanta in particular, are in the planning stage, and will be undertaken during the next year at the Center for Manpower Studies. Three research projects are now nearing completion:

1. Assessment of the perception of occupational and educational opportunities by high school students in Atlanta public schools;
2. A study of the effectiveness of Atlanta counselors, teachers, and administrators in informing students of opportunities; and
3. An analysis of post-high school employment experiences of the 1965 graduates of Carver Vocational High School in Atlanta.

North Carolina State University - At North Carolina State University, five major projects have been initiated with direct

support from the Institutional Grant. A study of the lifetime allocation of leisure, income, and work is in progress and its first stage has concentrated on age-related differences in income within occupations and differences among occupations in the time patterns of income. Research on teenage choices between labor force and school participation is also underway. The latter study is an econometric analysis employing a model of teenage decision-making. A third NCSU study will seek to relate the influence of labor force skills among different nations on patterns of international trade. Detailed interviews with Negroes and whites in Raleigh, North Carolina, will form the basis of a study of racial differences in jobseeking methods. A report on the job market for college teachers is now underway.

Temple University - A number of studies have been underway during the 1966-1967 academic year, and six faculty members received research awards enabling them to pursue their manpower studies through the summer. Among the projects in progress are an investigation of labor force nonparticipation of men in urban slum areas, job projections for the five-county Philadelphia metropolitan area for 1975, and a study of Philadelphia in-migrants and local manpower programs.

University of Maine - The major research objective of the University of Maine's program is to measure the underutilization and inelasticity of the labor force within different areas of the State and to find what factors are most closely associated with different patterns of use. Several studies are underway and are being developed in the exploration of this research area. Three large firms in Maine, as well as the Employment Security Commission, have agreed to cooperate in the underutilization studies. A study of migration patterns is now nearing completion. During the summer of 1967, a field survey of one Maine community will be carried out with the objectives of: (1) Developing measures of utilization which can be easily administered in the field, and (2) determining the relation of underutilization to selected economic, sociological, and psychological variables.

PROGRAM DEVELOPMENT

Graduate Students

Emphasis on the interdisciplinary study of manpower problems is a recent development, and the future of manpower research will depend upon the caliber of its future scholars and manpower specialists. In commenting on the state of research in the field, Dr. Richard A. Lester, Chairman of the Subcommittee on Research of

the National Manpower Advisory Committee, 1/ has stated that "Not only should the amount of research be considerably enlarged, but the training of new recruits for research also needs to be expanded." 2/ The seven grantee schools have attacked the manpower shortage by including graduate students in their programs as both researchers and fellowship recipients.

Twenty-one graduate students have been awarded fellowships which will enable them to work toward M.S., M.A., or Ph.D. degrees in manpower-related fields. Twelve are students at Oklahoma State, eight at Atlanta, and one at Temple. The schools had very little time to select Fellows before the beginning of the present (1966-1967) school year, and it is expected that several more of the seven schools will award fellowships for the 1967-1968 academic year.

During the first year of the institutional grant program, 16 graduate students were provided research positions. In most cases, the students are assisting faculty members with their research projects. North Carolina State University has developed an effective device for student-faculty discussions. A Research

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1/ The NMAC and its subcommittees advise the Departments of Labor and Health, Education, and Welfare on manpower policy questions.

2/ Manpower Planning in a Free Society (Princeton, New Jersey: Princeton University Press, 1966), p. 200.

Workshop has been created which provides a forum for reviewing prospective dissertation topics, research problems, and reports prepared by students or faculty members engaged in contract or personal research.

Oklahoma State University has made considerable effort to bring its Manpower Fellows into research or professional situations. It has arranged various "internship" activities involving work with ongoing research projects during the academic year and intensive association with special projects or work situations during the summer. During the fall semester of 1966, the fellows worked on research in their major disciplines. During the second semester of the school year, the students became familiar with ongoing research in other social science disciplines. Several of the students are working with manpower specialists in major companies or government agencies during the summer of 1967; and several others are involved in research or study at the University.

At the University of Maine, a number of graduate students are serving as research assistants, with responsibility for reviewing and synthesizing relevant manpower literature. Iowa State University has set up graduate research assistantships for M.S. and Ph.D. students in the fields of economics, sociology, psychology, and industrial relations. In addition to academic qualifications, assistantship

recipients must be committed to research in the field of manpower.

At both Virginia State College (Norfolk) and Atlanta University, graduate students from various disciplines are being brought into manpower research activities. The level of student involvement in the Manpower Institutional Grant Program is expected to increase during the second year of operation.

Curriculum

Many capable students in the social sciences could be attracted to the manpower field if graduate and undergraduate courses were available to them. Manpower problems cut across the conventional academic disciplines, and new courses and seminars are needed before young teachers and researchers can be properly trained. The seven grantee schools are working toward this end, but major changes in university curriculums cannot be made quickly. Some of the groundwork for these changes will not show up in the programs until the second or third year of operation.

Virginia State College (Norfolk) is conducting a curriculum study to determine what manpower courses should be added. A new seminar on Human Capital Theory will be offered at North Carolina State University beginning in the fall of 1967. The University of

Maine has already initiated a graduate seminar in Manpower Resources, which covers the concept of work, labor force definitions and measures, trends in migration, underutilization, and other basic manpower issues. Students from several social science disciplines are enrolled in the seminar.

Two new courses have been initiated at Oklahoma State University, a Manpower Research Seminar and a course in Manpower Statistics. A seminar in Business Administration at Atlanta University has been given three emphases--business, economics, and manpower--with a professor to lecture and work with students in each area. Temple University is currently offering a new seminar in the Manpower Outlook, and as faculty members develop their teaching programs, new graduate seminars will be added. Courses in Labor Markets and Employment and Unemployment are also available. In the near future, new courses are expected at Temple in Problems of Technological Change; Income, Employment, and Public Policy; and Problems of Small Area Projections.

Short-term training in the form of conferences, workshops, and institutes has been held at several schools, and more activities of this sort are scheduled for the summer. Iowa State conducted a 1-week manpower institute in June 1967. This institute was intended to promote research activity within college and university

research centers in the six-State Great Plains region and to improve the skills of scholars in the manpower field. Thirty scholars attended, including one Manpower Fellow from the Oklahoma State University manpower program. The institute covered "core" theory relating to manpower research and drew heavily from the social science disciplines, including economics, psychology, sociology, and statistics. Research needs in manpower, as well as current developments in manpower policy, were also covered.

Faculty

The necessary expansion in manpower research, and the training of young scholars in the field cannot proceed without a qualified faculty. Because the support for manpower research has been limited, there is not a vast pool of college-level teachers who are experts in the field. It was anticipated that the seven schools would encounter problems in recruiting faculty. This has been the case.

The schools have approached the faculty problem in a variety of ways. Some have been able to hire new professors with their grant funds; others have arranged for current faculty members to teach interdisciplinary seminars on manpower-related topics. Each school has put together an interdisciplinary staff, with representatives

from economics, sociology, industrial relations, psychology, education, and other departments. The highest rate of participation has been through departments of economics. About 75 professors were participating in the programs after a year of operation.

Cooperation with Other Groups

Each of the manpower centers has taken the initiative in setting up extensive contacts with relevant organizations and individuals outside the university. State and local governments are cooperating with the programs. Other research groups and universities are participating in institutes, conferences, and research projects.

Iowa State has communicated with colleges and universities in a six-State area regarding participation in its manpower program Sixty schools are interested in all or part of the grant activities and are designating liaison personnel. In the fall of 1966, a 2-day conference on Human Resources was held to promote an interchange of ideas between university research personnel involved in manpower action programs and other interested groups, such as school superintendents and Community Action Program directors.

Similarly, staff members at the University of Maine have acquainted public officials and representatives of labor and management with their program. Meetings have been held in a

number of communities in order to acquaint the Maine project members with various local problems.

As part of its cooperative efforts, Atlanta University has established an Inter-Community Advisory Council which will work to identify community needs that can be met by the manpower studies group. The University hopes to conduct a Regional Institute on Manpower for a group of high school and college teachers. Virginia State College (Norfolk) has held a number of conferences with representatives from governmental agencies, industries, and educational institutions either engaged in manpower research or interested in manpower problems. A 1-day symposium on Tidewater Virginia manpower problems was held at the college in mid-March. Faculty members at Oklahoma State University have been visiting key persons in the State in business and government throughout the spring semester in order to establish effective working contacts with manpower development personnel.

This cooperation is serving to create a network of involvement in manpower problems which is essential for progress in the field. Just as manpower problems cut across academic disciplines, they also cut across other conventional classifications. These problems do not lend themselves to solutions by any one of society's institutions;

neither the academic community, private industry, nor government operating alone can expcet to settle the intricate social, educational, economic, and psychological questions involved. The simultaneous cooperation of research, action, and employer groups is crucial. With that in mind, the cooperative approach developing among the institutional grantees should be heartening to those concerned with manpower problems.

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